TRAINING MANUAL FOR WOMEN COUNCILORS ON LEADERSHIP DEVELOPMENT

A Publication of the British Council Uganda and Action for Development with Support from the European Union
Training Manual for Women Councilors on Leadership Development

Published under the Project: “Action for Strengthening Institutions and Communities in Promoting Women’s Rights”

Contact:
British Council Uganda
Plot 4 Windsor Loop, off Kira Road, Kampala
P.O Box 7070 Kampala
T: +256 (0) 424 560 800
E: info@britishcouncil.or.ug
www.britishcouncil.ug

Published by: British Council and Action for Development
© British Council 2015

All rights reserved. Reproduction of all or parts of this publication for educational or other non-commercial purposes is authorised without prior written permission from the copyright holder provided the source is fully acknowledged and any alterations to its integrity are indicated. Reproduction of this publication for sale or other commercial purposes without prior written consent of the copyright holder is prohibited.

This publication has been produced with the assistance of the European Union
FOREWORD

Uganda has realized great success in the enactment of positive laws that allude to the government’s efforts to establish gender equality in the social, economic and political spheres of the nation. The government has ratified a wide range of international and regional human rights treaties including the International Covenant on Economic, Social and Cultural Rights (ICESCR), the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Convention on the Rights of the Child (CRC), the Maputo Protocol, International Conference on the Great Lakes Region (ICGLR) Declaration, the Beijing Platform and the African Charter on Human and Peoples’ Rights (ACHPR).

However, women and girls are still underrepresented in Leadership positions, hardly participate in decision making on issues that affect them, and have hence not greatly benefitted from such programmes. Based on this context, British Council and Action for Development with funding from the European Union are implementing a project called “Action for Strengthening Institutions and Communities in Promoting Women’s Rights” with an aim of strengthening the participation of women in the social, economic and political life in support of a society where women and men are valued equally and have equal access to opportunities, resources and government development programmes.

This handbook aims at improving leadership skills of Women Councilors and Women leaders in the post-conflict districts of Apac, Pader, Nebbi and Oyam. The British Council strongly believes and supports the role of women in transforming society. However, this role can be engendered by effective mentoring and training to create a resource for promoting the rights of women.

Through the publication and free distribution of this handbook, British Council and ACFODE wish to make a humble contribution to the efforts aimed at enhancing the Leadership skills among Women leaders in the target districts.

We hope that if well utilized by the expected users, this Manual will contribute towards the following specific outcomes:

- Increased knowledge and understanding about the concept of leadership and how women in leadership positions can use their spaces to bring about the desired change in promoting gender equality and women’s rights.
- Enhanced skills on leadership and how to effectively participate in local government processes to promote improved service delivery.
- Strengthened Capacity of Women Councillors to participate more meaningfully and continuously in governance

We hope that this handbook will be used by all leaders and CSOs and that it will add value to Uganda’s on going social, political and economic transformation.

Peter Brown
Country Director
British Council Uganda

Regina Bafaki
Executive Director
ACFODE
ACKNOWLEDGEMENT

This manual is a product of the project “Action for Strengthening Institutions and Communities in Promoting Women’s Rights” implemented by the British Council in partnership with Action for Development (ACFODE). The three year project (2013-2015) is being implemented in the districts of Apac, Nebbi, Oyam and Pader, with co-funding from the European Union.

The British Council therefore wishes to acknowledge the support extended by the EU towards the implementation of the project which is the foundation for this publication.

We wish to thank ACFODE, all our partners – the civil and political leadership in the four districts and all the women leaders who have extended support to this project.

We thank the resource persons: Ogwal Geoffrey; Akot Florence; Matilda Makata; Amos Mwebaze; Carol Idembe; Nicholas Akwang; Francis Tayebwa; Belinda Doreen; Betty Akull; Okumu Douglas; Robinah Ndikuwera; and the team leader who compiled the handbook; Perry Aritua

We are indebted to the project implementing team both at the British Council and ACFODE. This team was coordinated by the project manager Deborah Asikeit Tumusiime and composed of Emily Ikiriza (Project Officer - British Council); Rebecca Akello (Project Officer ACFODE) and Regina Bafaki (Executive Director-ACFODE). The overall guidance was provided by Peter Brown, Country Director, British Council.

Finally, we appreciate the support of the European Union whose funding has enabled us to publish this manual for distribution and use by women leaders, and all organisations interested in promoting women’s rights.
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of all Forms of Discrimination against Women</td>
</tr>
<tr>
<td>ACFODE</td>
<td>Action for Development</td>
</tr>
<tr>
<td>CAO</td>
<td>Chief Administrative Officer</td>
</tr>
<tr>
<td>CBO</td>
<td>Community Based Organisation</td>
</tr>
<tr>
<td>CDF</td>
<td>Constituency Development Fund</td>
</tr>
<tr>
<td>CSO</td>
<td>Civil Society Organisation</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>Human Immuno Virus/Acquired Immuno Deficiency Syndrome</td>
</tr>
<tr>
<td>LCs</td>
<td>Local Councils</td>
</tr>
<tr>
<td>M &amp; E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MPs</td>
<td>Members of Parliament</td>
</tr>
<tr>
<td>NGO</td>
<td>Non Government Organisation</td>
</tr>
<tr>
<td>PWDs</td>
<td>People With Disabilities</td>
</tr>
<tr>
<td>RCs</td>
<td>Resistance Councils</td>
</tr>
<tr>
<td>ACCU</td>
<td>Anticorruption Coalition of Uganda</td>
</tr>
<tr>
<td>CEWIGO</td>
<td>Center for Women in Governance</td>
</tr>
</tbody>
</table>
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Abbreviations</th>
<th>iii</th>
</tr>
</thead>
<tbody>
<tr>
<td>Introduction</td>
<td>1</td>
</tr>
<tr>
<td>Module One: Leadership, leadership qualities, functions, styles and skills</td>
<td>5</td>
</tr>
<tr>
<td>Session One: Defining leadership, qualities, functions and styles</td>
<td>5</td>
</tr>
<tr>
<td>Session two: Values</td>
<td>8</td>
</tr>
<tr>
<td>Session three: Leadership skills/competencies</td>
<td>10</td>
</tr>
<tr>
<td>Session four: Practising leadership skills</td>
<td>12</td>
</tr>
<tr>
<td>Module Two: Accountability and Political Leadership</td>
<td>18</td>
</tr>
<tr>
<td>Session One: Accountability, forms of accountability, accountability commitments &amp; standards</td>
<td>18</td>
</tr>
<tr>
<td>Session Two: Roles of women councillors in promoting accountability</td>
<td>21</td>
</tr>
<tr>
<td>Module Three: Advocacy and Lobbying</td>
<td>25</td>
</tr>
<tr>
<td>Session One: Introduction to advocacy</td>
<td>25</td>
</tr>
<tr>
<td>Session Two: Developing an advocacy strategy</td>
<td>27</td>
</tr>
<tr>
<td>Session three: Lobbying</td>
<td>29</td>
</tr>
<tr>
<td>Module 4: The Local Government structure and Local Council Procedures</td>
<td>31</td>
</tr>
<tr>
<td>Session One: Understanding the Local Government Structures and the role of women councillors to influence them in order to promote women’s rights and gender equality</td>
<td>31</td>
</tr>
<tr>
<td>Annex1: Lobbying methods</td>
<td>42</td>
</tr>
<tr>
<td>Annex 2: The Structure of Local Governments</td>
<td>46</td>
</tr>
<tr>
<td>Annex 3: Proposed programme for the Leadership Development Training for women councillors</td>
<td>47</td>
</tr>
<tr>
<td>References</td>
<td>48</td>
</tr>
</tbody>
</table>
Introduction

The context to women participation in political leadership in Uganda

- Internationally, Uganda is signatory to conventions and instruments that promote women’s participation in leadership and decision making such as the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and the Beijing Platform for Action.

- The international commitments were domesticated into the 1995 Constitution of the Republic of Uganda. The constitution provides the institutional and legal framework for women's participation in all areas including leadership, governance and human rights. This is reflected in its national objectives VI and XV as well as Articles 32(1), 33(2),33(4), 33(5) of the 1995 provides for affirmative action seats for women in politics.

- The Local Government Act 1997 contains provisions that harmonises with the 1995 Constitution with regard to women’s representation and participation in politics

History of women in political leadership

- The election of women to public office can be traced back to the establishment of the National Resistance Committees (RCs) in 1989 which later became the Local Councils (LCs).

- Under the RC System only 1 out of the 9 councillors had to be a woman. Currently under the LC system, 1/3 of the seats in council are reserved for women, this has increased the level of women’s representation especially at LC1 and LC2.

- The Government of Uganda has put in place structures to facilitate the decentralization process. These include the following:
  - District and Sub-County councils in rural areas
  - City and Division councils in urban settings
  - Municipal and division council in municipalities and towns.

- The Local Government Act provides that 30% of the seats on local councils are reserved for women

Women in Parliament

Women’s representation has steadily increased from 18.8% in the 6th parliament (1996-2001) to 34.4% in the current and 9th parliament (2011-2016). However, the numbers of women MPs who competed with men for directly elected seats fell from 16 in 2006 to 11 in 2011; and of the 129 women MPs, 112 represent districts as a result of affirmative action. This shows that women have not yet broken through the barriers of competing with men for political positions.
Women in cabinet

There has been a progressive increase in the number of women in the cabinet, from 16 (25 per cent) in the last cabinet to 23 (28 per cent), although it is still below the parity standard set by the African Union. Of the 30 senior ministers, only ten are women. It must be noted that women have been appointed to head key ministries, namely: the Ministry of Finance, Planning and Economic Development; Education; Health; Energy and Mineral Development; Trade, Industry and Cooperatives; and Water and Environment. Of the 32 junior ministers, 13 are women.

This has resulted into tremendous progress towards gender equality over the last 20 years. Uganda is regarded as having one of the most gender sensitive constitutions in the world. Efforts have been made to mainstream gender in most of the national policies and laws. However, the challenge remains with the implementation because most government technocrats do not appreciate the concept of gender equality and equity and therefore unable to design interventions that adequately address the existing challenges.

For instance in post conflict areas such as northern Uganda, government efforts and priorities are focused on rehabilitating and construction of physical infrastructure such as roads, schools and health centres without paying much attention to dignity and bodily integrity of women and young girls who were affected by the war, the ongoing land conflicts that affects people’s livelihoods, the high school dropout rates for girls, sexual and gender based violence among others.

The provision of a woman MP for each district and for 30 per cent women’s representation in local councils has facilitated many women to positions of leadership. However, there is a general concern that most of them have not exhibited effective representation of their constituents due to lack of leadership and related skills to spearhead the gender agenda.

Activists such as ACFODE come in to address this gap through providing women councillors with leadership development training and this manual was developed to be used as a resource during the process.

Focus, target group and objectives of the manual

The manual addresses the concepts leadership, core skills and competences, leadership styles, accountability, lobbying and advocacy as well as effective participation in council proceedings. The manual is written for trainers who work with local level organisations and, also, with women leaders committed to gender equality and good governance. These organisations include nongovernment organisations or community based organisations and local government. The manual could be used for other target groups, but, evidently, requires adjustments to fit their working situation, experiences and needs.
**Objective of the manual:** The manual aims at contributing to:

- Increased knowledge and understanding about the concept of leadership and how women in leadership positions can use their spaces to bring about the desired change in promoting gender equality and women’s rights.
- Enhanced skills on leadership and how to effectively participate in local government processes to promote improved service delivery.

**Outline and use of the manual**

The manual is divided into four main sections:

- **Section 1** deals with the concept of leadership, qualities, functions, styles and skills/competences of an effective leader.
- **Section 2** deals with accountability and the role of women councillors in enhancing accountability to improve service delivery and promote gender equality and women’s rights.
- **Section 3** focuses on advocacy and lobbying by women councillors for the desired change.
- **Section 4** deals with effective participation in council proceedings by women councillors.

It should be noted that facilitating training on complex concepts such as those mentioned above demands for experienced trainers. They should have at least basic knowledge about gender and governance and be skilled and motivated to use a participatory way of training.

The manual though is written in such a way that trainers with less experience can use it. It should be stressed that the trainer reads the sections concerned before doing the assignments. Each assignment describes step-by-step what the trainer can do to achieve its aims. The manual, however, should not be seen as a recipe book describing in detail what ingredients to add and mix for a good meal. The trainer is free to use other methodologies and procedures to pass on the knowledge better.

**Guidelines to the facilitator**

The facilitator is responsible for monitoring and steering the learning process throughout the training process. As opposed to the conventional or traditional teaching, the facilitator is not responsible to lead the participants to a specific conclusion but rather create an environment that is comfortable, trusting and provides a safe space for the participants to share and learn from each other’s ideas and experience, keep an open mind and together form a consensus on the specific topics or issues being discussed in each session. This can be achieved by investing time and effort to plan for each session and engaging various participatory facilitation skills that promote mutual respects, reflection and active participation.
Role of the facilitator

In order to be effective, the facilitator should be an active listener, who learns along with the participants. In this regard, the major role of the facilitator is to guide the participants throughout the session discussions and group exercises, and may not necessarily be an expert in the topics under discussions or know all the answers. However, it is preferred that facilitators for this training should have knowledge on leadership and governance to help participants appreciate and clarify on basic concepts.

Stimulating discussions
The questions for the group exercises are meant to stimulate discussions among group members and explore diverse responses to the themes being discussed. The facilitator is free to use different methods to facilitate the group exercises and pose different questions than those proposed in the manual in order to achieve the session objectives and encourage effective participation of all participants.

Introduction session: What do I want to learn in this workshop?
(Approx: 30 min.)

Ask participants to share the reasons each one of them is participating in the workshop. (The facilitator should take note of the participants’ responses and use them as a tool to determine if their expectations are being met during and at the end of the workshop). Ask the following specific questions:
• what they hope to learn,
• what they want to experience,
• what they want to contribute to the workshop.

The facilitator asks participants to write their individual responses on the sheets of paper. The papers are collected and a volunteer reads them out loud as the facilitator notes them on the flip chart and stick them on the wall.

It is proposed that the facilitator refers to these expectations at the end of the workshop and together with the participants gauge whether they have been met.

If group members are shy and/or seem reluctant to begin engaging with the workshop and their expectations, the facilitator may conduct a warm-up exercise first.
Module One: Leadership, leadership qualities, functions, values, styles and skills

Session One: Defining a leader, leadership qualities, functions and styles

Objectives
By the end of this session, the participants will be able to:
• Define a leader and leadership
• Identify leadership qualities, functions and styles

<table>
<thead>
<tr>
<th>Time: 1 hour</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 minutes</td>
<td>The facilitator presents the learning objectives of the session</td>
<td>Training manual</td>
</tr>
</tbody>
</table>
| 55 minutes  | **Part 1: Definition of a leader and leadership**  
  • In buzz groups of 2 or 3, ask the participants to describe their ideal leader.  
  • In buzz groups of 2 or 3, ask participants to list the qualities of an ideal/good leader  
  • Write their answers on a piece of flipchart paper and identify the common qualities  
  • Refer to handout 1 to fill in the gaps  
  • During the discussion, ask them whether they possess such qualities and why they think so.  

  **Part II: Functions of a leader and leadership styles**  
  • Brainstorm with the participants to identify different functions of a leader.  
  • Write their answers on a Flipchart and categorise the functions.  
  • Refer to handout 1 and fill in the gaps.  
  • Briefly discuss the environment needed to support the leader to fulfill these functions  
  • Conclude the session | Flip chart, marker, manila cards, masking take  

  **Methodology**  
  Buzz groups, presentation and plenary discussion |
Hand out 1

Who is a leader?
• A leader is someone who influences and guides others toward the accomplishment of a goal. Leaders have specific skills and attributes that enable them to lead others.
• Leadership is a process of influencing others to achieve a given task or goal in a specific period of time.

Qualities of a good leader:
A good leader should possess the following qualities:
• Visionary: Visualises what can be done focusing on the bigger picture – looking ahead of others.
• An energiser/charismatic: Enthusiastic about what can be done and engaging the people they lead.
• Responsible: Accountable for their actions and observe high standard in whatever they do.
• Consults: Seeks the opinion of others before making a decision.
• High sense of integrity: Leads by example in whatever they do being mindful that their followers are likely to emulate their character.
• Respects self and others.
• Available and dependable: Accessible and committed to serve those you lead.
• Non-discriminating, treat people equally and is fair.
• Knowledgeable: is informed and on top of every new development.
• Understanding: appreciates and empathises with people but not emotional.
• Self control: Reflects on self and is aware of the impact they make on others, manages emotions effectively, amplifies their strengths, and work on their shortcomings.

Functions of a leader

<table>
<thead>
<tr>
<th>Getting tasks done</th>
<th>Group Maintenance Functions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initiating</td>
<td>Encouraging</td>
</tr>
<tr>
<td>Planning</td>
<td>Harmonising</td>
</tr>
<tr>
<td>Mobilizing</td>
<td>Guidance/direction</td>
</tr>
<tr>
<td>Controlling</td>
<td>Process observation</td>
</tr>
<tr>
<td></td>
<td>Delegating</td>
</tr>
<tr>
<td></td>
<td>Coordinating</td>
</tr>
<tr>
<td></td>
<td>clarifying</td>
</tr>
<tr>
<td></td>
<td>Motivating</td>
</tr>
<tr>
<td></td>
<td>Evaluation</td>
</tr>
<tr>
<td></td>
<td>Conflict resolution</td>
</tr>
</tbody>
</table>
## Handout 2: Leadership Styles

<table>
<thead>
<tr>
<th>Leadership Style</th>
<th>Description</th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Authoritarian/</td>
<td>Leader makes decisions and announces them to staff/citizens</td>
<td>• Style saves time.</td>
<td>• Other, better options may not be considered.</td>
</tr>
<tr>
<td>dictatorship</td>
<td></td>
<td>• Decision is usually clear and final.</td>
<td>• Staff/citizens may lack commitment to the decision.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Leader is in control.</td>
<td>• Staff/citizens may be resentful or uncooperative.</td>
</tr>
<tr>
<td>Authoritarian,</td>
<td>Leader makes decisions and announces them after receiving input from one or more staff members</td>
<td>Results in increased information for decision making.</td>
<td>• Staff not asked for input may lack commitment or be uncooperative.</td>
</tr>
<tr>
<td>with some input</td>
<td></td>
<td>• Approach produces decisions relatively quickly.</td>
<td>• Other, better options may not be considered.</td>
</tr>
<tr>
<td>Consensus-oriented</td>
<td>Entire group discusses and agrees to support group decisions. Leader maintains authority.</td>
<td>• involves others and creates commitment.</td>
<td>• Approach is time-consuming and may require long meetings or multiple meetings.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• support for decisions made may be greater.</td>
<td>• Compromise decisions may be unclear.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Chance of implementation is good.</td>
<td>• Consensus may not always be possible.</td>
</tr>
<tr>
<td>Democratic</td>
<td>All members of the group vote for their preferred decision.</td>
<td>• followers feel involved.</td>
<td>• Decisions may take more time.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Decisions receive a high level of support.</td>
<td>• Most popular decision may not be best option available.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Chance of implementation is good.</td>
<td>• Those on the “losing side” may feel resentful.</td>
</tr>
<tr>
<td>Delegating</td>
<td>Leader assigns decision-making task to another person or to a group.</td>
<td>• Approach offers opportunity for developing leadership qualities in others (mentorship).</td>
<td>• Leader sacrifices control.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Chance of implementation is high.</td>
<td>• Decisions may take more time.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Team may not have skills and knowledge to make a good decision.</td>
</tr>
</tbody>
</table>
Key message
• Leaders emerge to address situations. Different situations require applying different styles of leadership. The use of a leadership style depends on the situation. However, some situations require a combination of two or more leadership styles.
• It is important to note that decisions made with the involvement of others generally result in a higher level of “ownership” and commitment, which in turn results in a higher chance of implementation.
• Successful leadership is that which promotes and respects the acceptable values in the communities they serve.

Session Two: Values
Session objective:
• Participants reflect and learn the meaning of values, and why they are important for development.

<table>
<thead>
<tr>
<th>Time: 1 hour</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 minutes</td>
<td>The facilitator presents the learning objectives of the session</td>
<td>Training manual</td>
</tr>
<tr>
<td>58 minutes</td>
<td>Procedure</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Brain storm on the definition of the concept ‘values’.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Explain the concept of values and discuss it with participants using the content below</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Engage participants in a dialogue and further discussion to enable them appreciate and understand the concept using the examples below and the questions that follow</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Conclude the session</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Methodology</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Brains storming and plenary discussion</td>
<td></td>
</tr>
</tbody>
</table>

Definition of values
The word value means, ‘a thing that is worth something’. For example when we want to buy something we ask, ‘how much does it cost’ and this is the value attached to that item. However, there are other types of values that cannot be bought or have no monetary value but are worth more than money because they help us live and relate with each other as human beings. It is important to know them, practice and teach them to others especially young children as they grow up. These are what are referred to as **VALUES**.

Values are **attitudes and behaviours -the way people think and act**. They are valuable because they help us live with each other as human beings. Examples of values include, respect, honesty, trust, solidarity, reconciliation, inclusiveness, non-discrimination among others. Communities that are governed by good values are likely to achieve growth and development faster.
Example one

Mr. Okello is a teacher at Meeya Primary School in Neema District and his salary has not been paid for the last three months. Because of this he is not able to provide for his family including buying drugs for his youngest daughter who is critically ill. In the last staff meeting he raised the issue of delayed payment of salaries with the Parent-Teacher Association. The explanation he was given was that the District Education Officer of Neema District had not authorised the transfer of funds to the Meeya Primary School account because the head teacher had not accounted for the previous funds transferred. In order to save his daughter Mr. Okello tried to borrow money from his neighbours. They refused to help him because of an ongoing conflict that existed between the two families. Mr. Okello’s daughter died.

Ask.....
What value(s) was not practised?
What are the consequences?

Example two

There is only one health centre in the sub-county vicinity. The health centre is managed by the sub-county local government which decides on issues such as the drugs to stock, the personnel to employ, the services to offer, etc. The sub-county executive decided that owing to limited funds, they needed to pay their sitting allowances first so they diverted funds meant for the purchase of more ARVs and other basic drugs for the health centre. This created scarcity of ARVs in the health centre. Because of the “scarcity” of ARVs, the medical officer in charge of the health centre decided to offer ARVs only to those who could pay him. Most people with HIV/AIDS died because they could not access the drugs they needed to keep healthy.

Ask.....
What value(s) was not practised?
What are the consequences?

Example three

Zinzi is a village where children are highly loved. Both boys and girls are given equal treatment because they are gifts from God. In this community, when parents grow old, they distribute their property to their children equally. The local leaders also ensure that all programmes and projects implemented in the community benefit all the citizens irrespective of their social economic status. They also ensure that the citizens are consulted and their opinions considered before implementing any policy or programme. As a result, Zinzi village is one of the most progressive in the region and its citizens are proud of it.

Ask.....
What value(s) were practised?
What are the consequences?
Conclusion
To conclude the session, the facilitator asks the following questions?
- Why are values valuable?
- What are some of the values that are expected of a leader?
- Lead participants to reflect and have a short discussion on the values that are practised in their communities and how they affect development.
- Summarise participants’ answers and comments and end the session by emphasising that in order to develop, both the leaders and communities need to practice positive values.

Session Three: Leadership skills/competencies

All leaders need to have specific skills/competencies in order to succeed in securing and maintaining their position. As councillors, women need to grasp these skills in order to be effective in their work and also become more competent in representing the needs of their constituencies. The leadership skills enable the women to compete favourably with men in an environment that is influenced by patriarchal norms and values that reinforce gender biases and stereotypes.

Session objectives: By the end of the session, participants will have been able to:
- Describe and understand leadership skills/competencies

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 minutes</td>
<td>The facilitator presents the learning objectives of the session</td>
<td>Training manual</td>
</tr>
<tr>
<td>1 hr 30 minutes</td>
<td>- The facilitate asks participants to divide into buzz groups of 2 to3 people</td>
<td>Brain storming, plenary discussion, buzz groups and plenary discussion</td>
</tr>
<tr>
<td></td>
<td>- Asks them to write on the manila paper the skills/competencies required of a leader</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Share the responses and note them on the flip chart</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Discuss the responses, noting the common competencies and skills mentioned by the participants.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Fill in the gaps using handout 3 and lead participants into a short discussion making clarification on the listed skills with local examples.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Use hand out</td>
<td></td>
</tr>
</tbody>
</table>
Handout 3: Leadership Competencies/Skills

To be an effective leader, it is important to possess the following skills:

<table>
<thead>
<tr>
<th>Competency/Skill</th>
<th>Application</th>
</tr>
</thead>
</table>
| Effective Communication                               | **a) Channels of communication**  
• Makes use of the available communication channels to speak to your audience   |
|                                                      | **b) Good public speaker**  
• Grabs the attention of the audience  
• Maintains eye contact  
• Researches, plans speech appropriately.  
• Is confident  
• Engages and captivates the audience.  
• Use appropriate/culturally sensitive body language.  
• Thinks positively.  
• Controls emotions.  |
|                                                      | **c) Good listener**  
• Captures what is communicated and provides feed back in time  
• Respects other people’s views  
• Does not interrupt others while they talk  
• Shows approval  |
| Delegates power and responsibilities                 | ** Shares the work burden**  
• Support the followers to exploit their potential by giving them the opportunity to lead  
• Mentors leaders for the next generation  |
| Good advocate and lobbyist                            | ** Defends the rights of his/her followers**  
• Sides with the marginalised  
• Promotes equitable sharing of resources  |
| Decision maker                                       | ** Takes decisions and stands by them.**  |
| Good time manager                                    | ** Respects time as a resource**  
• Responds to commitments in time.  
• Respect other people’s time  |
| Negotiates and mediates conflict                     | ** Reach agreements from which both sides can benefit.**  
• Is a peace maker and does not take sides  |
| Leads change                                         | ** Enables his or her followers to confront the challenges, identify strategies for solutions and leads others to navigate through unstable conditions.**  |
Session Four: Practising leadership skills

The main purpose of this module is to enable the participants practice some leadership skills that are important for effective leaders. These include interpersonal skills, skills for public speaking and building a vision.

Objectives: by the end of the session, participants will:
- Have a clear understanding of selected interpersonal skills
- Practice some interpersonal skills, public speaking and building a vision

a) Interpersonal Skills

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 minutes</td>
<td>The facilitator presents the learning objectives of the session</td>
<td>Training manual</td>
</tr>
<tr>
<td>35 minutes</td>
<td>• Briefly explain the meaning and need for interpersonal skills.</td>
<td>Group work, role play and plenary discussion.</td>
</tr>
<tr>
<td></td>
<td>• Mention the different aspects of interpersonal skills the session will address: aggressive, passive, and assertive and use the notes in hand out 4 and the examples below to explain the meaning of each.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Engage participants using the given situations and ask them to provide answers using the above example.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Allow participants to share experiences on similar situations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Conclude the session emphasising the need for leaders to have and practice appropriate interpersonal skills, especially assertiveness.</td>
<td></td>
</tr>
</tbody>
</table>

Example: Somebody asks you for a loan.

Aggressive: “No please. Am not a lending agency”

Passive: “I’m sorry, I can’t. I have not received my salary for the last 2 months and I have many responsibilities at home. I am really sorry, may be next time.”

Assertive: “Sorry, I’m not in position to do so.”

Try these:

You are addressing a community meeting; a member of the community shouts at you accusing you of being part of the group that was involved in misappropriating funds for women’s programme. You are innocent.

- Aggressive
- Passive
- Assertive
You are the vice chairperson of a sectoral committee. The chairperson is a busy person and most of the time not available. He assigns you most of his duties and he only appears during public functions. You are not satisfied/amused with this arrangement and want to it addressed immediately.

- Aggressive
- Passive
- Assertive

Your colleague is wearing a wig that makes her look 20 years older. She is really not smart and you want her to know.

- Aggressive
- Passive
- Assertive

**Hand out 4 on the meaning of Aggressive/Passive/Assertive**

**Aggressive Behaviour:**
- Denies other people of their rights
- May include anger, animosity, harassing, bullying, shouting, threatening language, non-verbal intimidation, abuse, chastisement and/or humiliation
- Often results in: conflict, low self-esteem, guilt, lost opportunities, frustration, loss of control, stress, unpopularity, isolation, anger. The above may be experienced by either the aggressor or the recipient.

**Passive Behaviour:**
- Denies one’s own rights; other person’s opinions and needs more important
- May include incessant apologising, inappropriate acceptance of blame, body language such as eyes to the floor.
- The following phrases are commonly heard: “I wonder if . . .”, “Would it be at all possible if . . .”, “I don’t mean to bother, but . . .”, “Would you mind very much if . . .”
- Often results in: depression, low self-esteem, lost opportunities, stress, loss of control, isolation, self pity, interpersonal conflict, loss of respect

**Assertive Behaviour:**
- Both parties’ rights respected
- Usually includes confident body language - upright posture, direct eye contact, clear voice
- Language which welcomes open exchange of opinions, “So, what do you think . . .” “Have you got anything to add . . .”, “I’d like to get your input . . .”
- Allows one to voice ideas in a confident, straightforward manner
- Increases likelihood of clear understanding
- Results include: effective problem solving, positive feelings about self and others, sense of satisfaction
- Creates and makes the most of opportunities, creates sense of personal empowerment.
- Significantly enhances team effectiveness and interpersonal communication

b) **Public Speaking**

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 minutes</td>
<td>The facilitator presents the learning objectives of the session</td>
<td>Training manual</td>
</tr>
<tr>
<td>1hr 30 minutes</td>
<td><strong>Learning to speak in public</strong></td>
<td>Group work, role play and plenary discussion.</td>
</tr>
<tr>
<td></td>
<td>• Divide participants into groups</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Ask them to think of an issue of concern in their community and select an audience they would like to share with and seek their support to address it.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Following the guidelines in handout 5, prepare a 5 minutes speech,</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Select one of the group members to present the speech to the class.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Generate feedback from the class – sharing the strengths and weaknesses of the presenter and how to improve the presenter’s public speaking skills.</td>
<td></td>
</tr>
</tbody>
</table>

**Hand out 5: Public speaking**

Good public speaking is an important quality that every leader should have. Effective public speaking attracts attention from both the followers and colleagues. Public speaking is improved through learning and practicing. There are three main areas to focus on while preparing to speak in public; your message, your audience and yourself. The following tips are useful to improve one’s skills in public speaking.

**Your message**

- Take time to prepare your speech/presentation. It should meet the needs/expectations of the audience.
- Write down the main points of your speech or presentation and practice before hand.
- Stand before a mirror and practice how you will present it, if possible ask a friend to listen to you (acting as your audience) and give you feedback on how to improve.
- Observe the KISS principle (Keep it short and simple).
- The message should be clear using the language that is easily understood by the audience.
- Use personal experiences and local examples to tell your story.

**Your audience**

**Know the room.**
Be familiar with the place in which you will speak.
Arrive early, walk around the speaking area and practice using the microphone and any visual aids.
Know the audience.
Greet some of the audience as they arrive. It's easier to speak to a group of friends than to a group of strangers.

Make first impression: Grab the attention of your audience from the beginning; you need to intrigue your audience. For example, you could start with an interesting statistic, headline, or fact that pertains to what you're talking about and resonates with your audience.

Yourself
Before making the speech or presentation visualize yourself giving your speech, imagine yourself speaking, your voice loud, clear, and assured. When you visualize yourself as successful, you will be successful.

Be smart: You may never get a second chance to make a first impression

Relax: Ease tension by doing exercises such as breathing in and out. Confidence is key in order to attract attention.

Body language: Mind your posture; stand straight with your feet slightly apart. Use culturally sensitive gestures and dress appropriately (avoid over dressing because it may distract the attention of the audience) and smile. Maintain eye contact with those that appear positive to your address and for those that cause you to fear, look above their heads until you gain enough confidence.

Don't apologize: If you mention your nervousness or apologize for any problems you think you have with your speech, you may be calling the audience's attention to something they hadn't noticed.

Concentrate on the message -- not the medium.
Focus your attention away from your own anxieties, and outwardly toward your message and your audience. Your nervousness will disappear.

The presentation:
- Greet the audience
- Tell them who you are (introduce yourself)
- Tell the audience what you are going to talk about - arrange your ideas in sequence, enumerate your points as you make them
- If possible and necessary use visual aids
- At the end of the presentation/speech, emphasise what you have told them in summary

b) Building Vision

As mentioned earlier, one of the qualities of a good leader is that one who is visionary. A vision is a portrait of the future to which you can commit. It articulates your values. It empowers you and inspires you to do your work and contribute ideas and actions beyond yourself. In this part of the session, participants learn and reflect on how to build visions for their communities in order to have a better future.
<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 minutes</td>
<td>The facilitator presents the learning objectives of the session</td>
<td>Training manual</td>
</tr>
<tr>
<td>1 hr 30 minutes</td>
<td>• The facilitator asks the participants to brainstorm on their understanding of a vision</td>
<td>Brainstorming, plenary group work, gallery walk and plenary discussion</td>
</tr>
<tr>
<td></td>
<td>• Asks for a volunteer to read the definition of vision above and comment or ask questions for clarification.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Tell participants that as leaders, it is important to know your own vision before sharing it with those you lead. For instance, in order to lead your followers toward the goal of improving the quality of services, the leader must <em>share with the community the vision of high-quality services</em>.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Divide the group into four or five teams. Choose from among the following topics (feel free to change or add topics), and assign one topic to each team and ask them to draw pictures representing the current situation and what they would like to it to be in future (their vision or dream) in their sub-county/districts.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Domestic violence</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Maternal health</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Girls education</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Women farmers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Women in business</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Women and children in the post conflict situation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Women's participation in politics</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Each team should have a large piece of paper and pen to record their discussion.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Team members should brainstorm what their dreams are, relating to their topic. Each team writes down all of their dreams/vision and make a pictorial representation (using different colours and symbols) of their discussion and pin them on the wall.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• After the drawing, the group should list down what needs to be done to achieve the above dreams/vision</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• The support they you need as a woman councillor to enable them and your constituents achieve the dream/vision</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Reconvene the whole group and lead them through a gallery walk as each group representative shares their dreams/vision to the whole class.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Reconvene the class and summarise the session noting the common issues that emerged from the group presentation and the conclusions noted under handout 4.</td>
<td></td>
</tr>
</tbody>
</table>
Hand out 6: Definition: a realistic, credible, attractive future for a person, an organization, a project or a country.

A vision is an image of something you truly hope to create. An inspiring vision:
• Reflects a high standard of performance
• Represents future accomplishments (measurable results)
• Represents an image or picture

Properties of a vision
• Appropriate and realistic given the context and times
• Sets standards of excellence and reflects high ideals
• Clarifies purpose and direction
• Inspires enthusiasm and encourages commitment
• Well articulated and easily understood
• Reflects the uniqueness, competence, values and capacity of the organization
• Ambitions
• Unleashes energies and open up opportunities

Benefits of a vision
• Attracts commitment and energizes people
• Creates meaning in our work
• Sets a common, shared goal
• Establishes a standard of excellence
• Bridges the present and future

Adapted from Warren Bennis & Jan Goldsmith’s Learning to lead, and John Bryson’s Strategic Planning

Conclusions
• Effective leadership is that which has a vision to brings about positive change and make a difference in people’s lives. This is also referred to as transformative leadership.

• In transformative leadership, the leader engages many stakeholders and influences the followers to participate effectively in achieving the desired change/vision.

• It requires the leader to have high moral and ethical values and communicate their vision and strategies in a manner that appeals to the fundamental values of the led. By emphasising the values of the group (the led) whose problem(s) they are addressing, leaders make the task at hand (achieving the vision) more meaningful.

• As women leaders, there is need to transform our individual interests into achieving the desired goal/vision for the benefit of our constituents, and especially marginalised women and children.

• In order to advocate for change, the leader needs to have knowledge on the status quo, thus the need for women leaders to educate themselves and be able to identify areas of improvement especially with regard to service delivery.
Module Two: Accountability and Political Leadership

Session One: Accountability, forms of accountability, accountability commitments and standards.

Session Objectives: By the end of the session, participants will be able to
- Define accountability and the different forms of accountability
- Understand what is meant by accountability commitments and standards

Session duration: 1 hour

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
</table>
| 1 hour| - Introduce the objectives of the session  
- The facilitator asks participants to share their understanding of the concepts of accountability, duty bearer and rights holders.  
- Write the responses on a flip chart  
- Discuss the responses given and share the definition from the handout 7.  
- Ask participants what they understand by accountability standards and commitments  
- Share the handout on accountability standards and commitments using local examples | brain storming, lecture, group work, plenary discussion |

Handout 7: Accountability

What is accountability?

Accountability is one of the key elements of good governance. It is about making sure that the people responsible for delivering public service do their work as expected and use the resources at their disposal in an efficient and equitable manner. For instance, if you are a teacher, doctor, or nurse, it is your responsibility to do your job the best way you can with the resources at your disposal. Accountability has two components; the supply side, which includes the state actors (elected and appointed public officials) that are expected to provide services and the demand side (the citizens that expect to enjoy these services). Because of the responsibility they have, state actors are referred to as the duty bearers. In other words, they bear a duty to deliver services to the citizens (rights holders). This is the social contract between the state and its citizens.

In most cases, the duty bearers donot act according to what is expected of them and this calls for action to check on their performance. Actions to check on the performance of the public servants is done by either the institutions with supervisory functions (e.g. the Inspector General of Government, General, Parliamentary committees, Ministry of ethics and integrity, human rights commission etc) or by the citizens through elections or referendums, community meetings, participatin in the planning and budget
processes, public expenditure tracking. While undertaking the supervisory function, the supervisors and citizens (rights holders) demand for an explanation from the duty bearers for the action or lack of action that led to the malfunction in the delivery of a public service. The interaction between duty bearers and rights holders in relation to service delivery is what is referred to as demanding for accountability.

Levels of accountability
Accountability is done at two levels;

a) **Horizontal Accountability** – done among the three arms of government (legislature, executive and Judiciary) through the system of checks and balances. This form of accountability works in democratic system where the three arms occupy the same kind of power and allows the state to check itself.

b) **Vertical Accountability** – this is when the citizens place demand on their leaders and public officials on issues of service delivery and governance. The demand is generated from below towards the leaders (above) and hence vertical.

Forms of accountability

**Political accountability**
- Consists of checks and balances within the state including delegated individuals in public office responsible for carrying out specific tasks on behalf of citizens.
- The state provides an account of its actions, and consults citizens prior to taking action in order to enforce rights and responsibilities.
- Mechanisms of political accountability can be both horizontal and vertical. The state imposes its own horizontal mechanisms, such as ombudsmen (the Inspector General of Government) and parliamentary audit committees. Citizens and civil society groups use vertical mechanisms, such as elections, court cases and monitoring government programmes.

**Social accountability**
- Focuses on citizen action aimed at holding the state to account using strategies such as social mobilisation, press reports and legal action.
- Addresses issues such as citizen security, judicial autonomy and access to justice, electoral fraud, and government corruption.
- Provides extra sets of checks and balances on the state in the public interest, exposing instances of corruption, negligence and oversight which horizontal forms of accountability are unlikely or unable to address.

**Managerial accountability**
- Focuses on financial accounting and reporting within state institutions, judged according to agreed performance criteria.
- Mechanisms include auditing, to verify income and outgoing funds.
- New trends in managerial accountability are moving towards incorporating different indicators of financial integrity and performance such as social and environmental audits.

*Source: Institute of Development Studies, Issue 33, November 2000*
Accountability Commitments and Standards

Accountability operates within a policy and legal framework designed at all levels; international, national and local. States including Uganda have committed to observe accountability functions by signing various international instruments and translating them into national and local policies, legislation and programmes. The legislation and policy obligations contain the **commitments and standards** for service delivery against which performance is assessed.

### Accountability Commitments

Internationally, the government of Uganda is signatory to a number of instruments that promotes accountability to women. These include CEDAW, the Beijing Declaration, the African Protocol, the Millennium Development Goals (3, 4, & 5). Through these treaties, states commit to abide by certain principles, such as refraining from discrimination when delivering services to its citizens. They also take on the obligation to deliver programs and services that advance the rights of women contained in these treaties. These obligations are legally binding on states.

In its national objective XXVI, the constitution of the republic of Uganda commits to uphold the principle of accountability as follows:

- (i) All public offices shall be held in trust for the people.
- (ii) All persons placed in positions of leadership and responsibility shall, in their work, be answerable to the people.
- (iii) All lawful measures shall be taken to expose, combat and eradicate corruption and abuse or misuse of power by those holding political and other public offices.

Article 33 of the 1995 Constitution of Uganda provides specific attention to the rights and interests of women in all spheres of life.

Accountability is closely linked with human rights (women’s rights) and rule of law. The duty bearers are responsible to respect and protect rights through services provided and should be held responsible and bear the consequences for misconduct and negligence of duty.

In practical terms, government commitments and standards are embedded on government policy papers, district development plans, programmes strategies and political pronouncements/promises/manifestoes.

### Accountability standards

Public services also have standards against which they are measured. For instance the Ministry of Education and Sports has a standard that there shall not be more than 40 pupils in a classroom, all schools should provide separate toilets for boys and girls, the Ministry of Health can provide a standard that the distance between a health centre and the community should not exceed 3 kilometres, doctor to patient ratio should not exceed 10,000, while the Ministry of Water and Sanitation may provide that there should be one water point per kilometre. It is these standards that provide benchmarks upon which they are assessed to ascertain their level of accountability.
Gender and Accountability

Demands for accountability must be done in ways which ensure that improved service delivery also results into gender equality and promote women’s rights. Accountability requires that all elected or unelected public officials/leaders explain their decisions and actions to citizens based on the agreed commitments and standards. Women councillors are accountable to their constituents i.e. the women by ensuring that they access quality services that address their needs and concerns.

<table>
<thead>
<tr>
<th>Where accountability is present</th>
<th>Where accountability is absent</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Someone has a an obligation</td>
<td>• There is no clear obligation</td>
</tr>
<tr>
<td>• To meet certain commitments or standards</td>
<td>• No commitments or standards are set</td>
</tr>
<tr>
<td>• If it is found that these have not been met</td>
<td>• There’s no way to tell whether the commitments and standard have been met</td>
</tr>
<tr>
<td>• There are consequences to face.</td>
<td>• There are no consequences to face</td>
</tr>
</tbody>
</table>

Session Two: Roles of women councillors in promoting accountability

Session Objectives: By the end of the session, participants will be able to;
• Articulate the role of councillors in promoting accountability
• Learned the accountability methods and some tools for measuring accountability

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
</table>
| Part 1: 1hours| **Part I: Understanding the role of women councillors in promoting accountability**
  • Brain storm on the roles of councillors in promoting accountability
  • Note the answers on the flip chart.
  • Fill in the gaps by sharing the role of councillors in promoting accountability. According to the Local Government Act, these roles include: financial management and oversight, political representation, legislation, planning and budgeting, and monitoring service delivery.
  • Divide participants in 5 groups representing each of the above functions and task them to:
    a) Explain what is involved when conducting that role (mandate)
    b) Share experiences on what they have done to fulfil that role.
    c) What are the challenges involved
    d) Propose measures to address the challenges above
  • Use hand out 8 for reference | Discussion, group work                                                  |
Time: 1hour 30 minutes

**Documentary on failed accountability**
- A case of failed social accountability—Participants watch a Documentary titled, ‘It is our money, where is it gone?’
- After watching the video, the facilitator divides participants in groups to discuss the questions the following questions:
  a) What accountability issues do you observe in the video?
  b) Who is responsible for the poor service delivery and in which way did they fail?
  c) As a woman councillor, what measures can you take to ensure that the accountability issues identified in (a) above are addressed?
- All groups to present and discuss the group presentations
- Conclude with the key message

**Part II: Tools for measuring accountability**
- Use annex2: tools for accountability and select one or more tools and lead the participants to practice how to collect data to measure different areas of service delivery.
- Discuss the learning points and conclude with the key messages

**Hand out 8: The roles and responsibilities of the local councils in enhancing accountability**

1. **Financial management and oversight:** Local councils at LCV, IV, and III levels are responsible for monitoring and evaluating the delivery of government programmes. In collaboration with the administrative leaders in the district, they monitor and evaluate government programs to ensure that there is value for money. In cases where they detect anomalies, they should bring their findings to the attention of the CAO and the relevant head(s) of department for redress.

2. **Political functions and representation:** Local councillors are elected every five years to represent citizens of various categories including men, women, youth and people with disabilities (PWDs). As representatives of the people, they are charged with the responsibility of finding out the concerns of their electorate and ensure that these concerns are brought before the council and to the attention of the CAO and relevant heads of department for discussion and redress where possible. They are also required to give feedback to their electorates on decisions that are made by councillors and administrative leaders. In giving feedback, they are expected to be objective and share factual information on the issues they communicate. Councillors are expected to respond to issues raised by citizens with regard to observations made on service delivery.

---

1 Roles and Responsibilities of Local leaders, administrators and councillors, Women in Democracy Network
3. **Legislative and related functions**: Local councils at district level make ordinances while those at sub-county level make bye-laws. These laws are meant to address arising concerns in the absence of legislation. For instance where councillors detect gaps in health provision, domestic violence, alcohol and drug abuse and there is no specific law to address such issues, they can make ordinances at the district level or bye-laws at the sub-county level to address the problem. It should be noted that such interventions only apply to address a particular problem/issue where there is no law to deal with it.

4. **Development planning and budgeting**: Local councils are responsible for planning and budgeting for their districts, municipalities, sub-counties and parishes. In order for them to be effective, government through the Ministry of Local Government has put in place a planning and budgeting cycle to guide their work right from the parish level. The local councillors are charged with the responsibility of mobilising citizens to participate in planning and budget cycle. This process enables citizens to communicate their priorities to the leaders in order to inform the plans and budgets in their areas. This process works well if citizens effectively participate in these meetings and make their voices heard.

5. **Constituency servicing and monitoring service delivery**: As leaders, councillors are expected to address issues affecting their electorate. They can do this in a number of ways. For instance, they can work with various partners such as NGOs, private companies and individuals to address the challenges faced in their constituencies. For instance, some councillors have successfully partnered with NGOs and schools to provide bursaries to the best performing pupils and students in their constituents; others have attracted the private sector to invest in their constituencies in order to address the problem of unemployment and low revenue collection. Councillors are also responsible for monitoring service delivery in their constituencies.

**Methods of Social Accountability (can be used by citizens and duty bearers)**

**Participatory budgeting**: This involves direct participation by citizens and civil service organisations (CSOs) in formulating public budgets. The local leaders/councillors have the responsibility of mobilising the people to participate in this process.

**Public expenditure tracking**: This involves citizen groups tracking how the government actually spends funds, with the aim of identifying leakages and/or bottlenecks in the flow of financial resources or inputs.

**Participatory performance monitoring and evaluation (M&E)**: This involves political leaders (such as concillors) and citizen groups or community to monitor the implementation and performance of public services or projects and evaluating their impact, often according to indicators they themselves have selected.

**Citizens’ report cards**: These surveys that compile people’s opinions on citizens’ satisfaction with service delivery in different sectors.
Forum Theatre- This involves music, dance and drama activities. It is an effective way of getting the message across. It allows communication with many people at ago and it is important to conduct it in the local language. It sends very important messages that are easily understood by the ordinary citizens. Forum theatre enables the rights holders to communicate information about the available government programmes and related information to the citizens. Women councillors may use forum theatre during national and international functions such as Women’s day, HIV/AIDS day, and environment day to share their accountability messages with the public.

Accountability Tools
• Citizens’ score card
• Monitoring and evaluations
• Social audit
• Budget tracking
• Reviews and reports
• Sector reporting

Key message
• Political participation without enforcement of accountability measures does not yield improved service delivery.
• Accountability leadership is what drives development through effective and efficient utilization of resources by the duty bearers for the benefit of the rights holders—the citizens.
• Accountability leadership is one of the biggest difference between the developed and developing countries.
• Accountable leaders need to be creative, transformative and promoters of human/women’s rights.
• Accountability also thrives with an active citizenry and civil society, as well as transparent, democratic institutions.
Module Three: Advocacy and Lobbying

“If you don’t like the way the world is, you change it. You have an obligation to change it. You just do it one step at a time.”
– Marian Wright Edelman

Session one: Introduction to advocacy

Session Objectives

1. To have a good understanding of the concept of advocacy, its elements and principles
2. To understand the various aspects involved in planning advocacy
3. Where to advocate for gender and women’s rights issues at the district level

Session duration: 1.5 hours

<table>
<thead>
<tr>
<th>Time: 1hr 30 minutes</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. The facilitator asks participants to divide up in pairs to play the <strong>fist game</strong>. In this game, one of the partners in the pair clenches her fist and asks the other partner to force open. Chances are that most partners will struggle in vain to open the clenched fist. After the game, the facilitator asks the participants to mention what they have noted during the game.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. The facilitator notes that the clenched fist represents the closed system or power structures that are not easy to penetrate. It is not easy to open the system or let those who are holding on to power to give it up easily. For that matter, effective strategies, coupled with conviction, commitment, perseverance and self sacrifice are required in advocacy work.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Divide participants in small/buzz groups and ask each group to brainstorm on their understanding of the term advocacy. They should write down the words, phrases, or sentences that express their understanding of advocacy on the card provided and choose a reporter to present their ideas.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. In plenary discussion, agree on one description and definition of advocacy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. The facilitator fills in the gaps by sharing other definitions of advocacy in handout 9 and encourage discussions for a common understanding.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Materials: flipchart, manila cards, markers
Tools: games, group work, plenary discussion, brainstorming
What is advocacy? How to develop an advocacy strategy

**What is advocacy?**
“Advocacy” can be understood as involvement in the life of another.

**An advocate is:**
- Someone who supports or defends a cause.
- Someone who pleads on behalf of another

**Types of advocacy**
1. Instructed Advocacy (on behalf of other)
2. Self Advocacy (for yourself)
3. Systemic Advocacy
   a) Non-legislative advocacy
   b) Political Lobbying

**Common themes in the definition of and understanding of advocacy**
- Influencing a decision
- Effecting change/transformation
- Attention to the marginalised
- Engaging critical actors
- Awareness creation
- Follow-up action

**The need for advocacy:**
- Eliminating discrimination
- Reducing vulnerability
- Achieving goals
- Accessing services that are mandated by legislation to everyone

Advocacy is the **deliberate process** of influencing those who make policy. It is about engaging with power holders, and influencing them to adopt our preferred solutions. Advocacy can be defined as **“pleading or arguing in favour of an idea, cause or policy”**. Advocacy is heavily based on collecting facts and evidence and putting compelling solutions in front of decision-makers, sometimes accompanied by a targeted media or communication strategy for reaching our intended target. Essentially, advocacy is the strategic use of information to influence the policies and actions of those in positions of power or authority to achieve positive changes in people’s lives. Advocacy often involves an element of “insider lobbying” (where experts and senior civil society organisation leaders seek to persuade decision-makers directly, through face-to-face meetings). As such, advocacy generally involves a combination of policy work, lobbying and media interventions (*Action Aid 2012: People’s Action in Practice: Action Aid’s Human Based Approach 2.0*)

‘Doing advocacy the feminist way implies infusing advocacy strategies with feminist values. It would seek to advocate for women’s rights and address polices, laws, behaviours and other processes that affect the lives of women around the world (Awid, 2003)’.
Session Two: Developing an advocacy strategy

Good planning is necessary before conducting advocacy work. Advocacy involves different stages and strategies aimed at influencing decision makers at all levels (community, district, regional, national and international). As leaders, the district women councillors need to know these stages, strategies and skills required in order to be effective in their advocacy work.

Session Objectives

1. To identify advocacy issues in the district
2. Understand and practice the process of developing an advocacy strategy
3. Learn the skills to use in advocacy work

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.30 hours</td>
<td>• The facilitator makes a brief presentation on the process of developing and advocacy strategy using the advocacy handout 10</td>
<td>Materials: flipcharts, markers, LCD projector</td>
</tr>
<tr>
<td></td>
<td>• Invite input from participants in form of questions, comments and clarification</td>
<td>Method: group work, presentations and discussion.</td>
</tr>
<tr>
<td></td>
<td>• Divide participants into groups, ask each group to identify an advocacy issue that affect women in their districts and develop an advocacy strategy to address it</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Group presentations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Plenary discussions and conclusion</td>
<td></td>
</tr>
</tbody>
</table>

Hand out 10: Developing an advocacy strategy

**ADVOCACY MODEL**

**PREPARE**
- Background Information
- Define the issue.
- Gather information

**PLAN**
- Review the issue and identify the preferred solutions.
- Identify support and barriers.
- Choose the route
- Develop the Action Plan

**ACT**
- Implement action plan

**EVALUATE**
- Examine results
- Review the effectiveness of the Action Plan
1. The facilitator divides participants into groups and asks them to identify advocacy issues in their districts that relate with gender and women’s rights, develop an advocacy strategy and report back in plenary. The participants should use the following steps below as a guide to develop the strategy
   a. Identify and state the issues that need to be addressed. In stating these issues, participants should use facts, both qualitative and quantitative.
   b. State what needs to be achieved - goals and objectives.
   c. Prepare the action plan, stating how the advocacy is going to be done. This should include the following
      i. Target audience - the group of people you intend to influence
      ii. Message - statements tailored to the different audiences. The message should define the issue, state the proposed solutions and describe the actions that need to be taken to address the identified issue(s).
      iii. Communication channels: the means by which the message will be delivered
      iv. Building support: the alliances with individuals, groups or organisations that are committed to your cause you intend to work with.

2. Implement the action plan: State the activities that you will undertake to implement the action plans.

3. Monitor and evaluate the results
   a. Monitoring is a process of gathering information to measure progress towards your advocacy goal.
   b. Evaluation involves gathering information and analyse it to determine if the advocacy goal and objectives was achieved.

Who to target as gender and women’s rights activists at the district/sub-county level

- The district executive committee
- The district sectoral and departmental committees
- The electorate
- Opinion leaders – traditional and religious leaders
- The community district officer
- Members of parliament – Constituent and Women MPs.
- LC chairpersons and speakers

Some channels of communication that can be used during advocacy

- Community groups – social gatherings and church
- Seeking audience with the district executive committees
- Writing petition
- Print and electronic media
- Use of local drama groups
Important skills required during advocacy

- Presentation skills
- Mediation skills
- Communication skills
- Listening skills
- Decision making skills
- Public speaking
- Lobbying
- Leadership
- Consensus building

Qualities of an advocate

- Ethical
- Creative
- Organised
- Assertive
- Adaptable
- Resourceful
- Approachable
- Objective
- Tolerant
- Knowledgeable

Session Three: Lobbying

Session Objectives
1. Define the concept of lobbying
2. Understand some basics of lobbying techniques
3. Gain a practical understand of lobbying by sharing experiences

<table>
<thead>
<tr>
<th>Time</th>
<th>Procedure</th>
<th>Resources and methodology</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 hours</td>
<td>The facilitator asks participants to share (brain storm) their understanding of the concept lobbying</td>
<td>Brain storming, lecture, plenary discussion</td>
</tr>
<tr>
<td></td>
<td>List participants’ answers on the flip chart.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Fill in the gaps with a presentation using handout 11– making sure to provide the difference between lobbying and advocacy</td>
<td></td>
</tr>
<tr>
<td></td>
<td>After generating a harmonised understanding of the concept, the facilitator asks participants to share their experiences on how they have applied the lobbying technique in their work as councillors.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>The facilitator shares and explains some lobbying techniques in annex 1 and divide participants into groups to practice each of them based on an advocacy issue aimed at promoting women’s rights.</td>
<td></td>
</tr>
</tbody>
</table>
Hand out 11: What is Lobbying

The cornerstone of lobbying is shaping the agenda of meetings around a “deliverable” for the decision-maker. A key aspect to lobbying is building relationships. This might happen at any level, and may be the first step to building a wider advocacy strategy.

In the context of advocacy, lobbying can described as the 'strategic communication or method' used to persuade or convince a key decision or policy maker e.g. member of parliament, district leaders (LC III and V chairpersons, speaker, councillors) to support your cause e.g. change of law or policy that do not promote women’s rights and gender equality, allocation of resources/budget to reproductive health etc.

Lobbying takes different forms including but not limited to writing petitions to the policy maker expressing the need to address an issue, face to face meetings to discuss the issue, campaign involving a cross section of stakeholders, writing and presenting an issues paper about the issue of concern, preparing and addressing a press conference among others.

Source:
- People’s Action in Practice: Action Aid’s Human Based Approach 2.0 by Action Aid, 2102.
Module 4: The Local Government structure and Local Council Procedures

Session One: Understanding the Local Government Structures and the role of women councillors to influence them in order to promote women’s rights and gender equality

Session Objectives: By the end of the module participants’ will be able to:

- Know and understand the local government structures
- Understand the Local Government Planning and budget process

<table>
<thead>
<tr>
<th>Session duration</th>
<th>Procedure</th>
<th>Methodology</th>
</tr>
</thead>
</table>
| 1 and half hours | • Introduce the session objectives.  
• The facilitator chooses one of the exercises below to conduct the session.  
Exercise 1  
• Divide participants into four groups  
• Share hand out 12 and assign each group to read the content under a specified section i.e. part one, two, three and four and answer the attendant questions  
• Allow group presentations  
• Discuss the group presentations in plenary  
• Conclude the session | Presentation, group work, plenary discussion |
| 1 and a half hours | Exercise 2  
• Brain storm on an issues that needs to be addressed in a council meeting  
• Divide participants into 2 groups – one group to present and support the motion and another one to oppose.  
• Ask participants to elect a speaker and conduct a council session on the issues identified above.  
• Allow participants to debate  
• Together share the strengths and weaknesses of each group.  
• Conclude by allowing participants to propose measures to improve their debating skills. | Brain storming, group work, debate, plenary discussion |

2 Apart from the questions for group work, the content in the handout of this module was largely extracted from the Training Manual for Women LC5 Councillors, compiled by the Centre for Women in Governance (CEWIGO)
Part One: The local government structure

The system of the local government in Uganda is based on the district as a unit under which there are lower local governments and administrative Unit councils. Elected local Government councils which are accountable to the people are made up of elected individuals to represent electoral areas, persons with disabilities; the youth and women councillors forming one third of the council the local government council is the highest political authority in the district. The councils have powers to make local laws and enforce implementation. Administrative Unit councils advise on planning and implementation of service. They assist in the implementation of service. They assist in the resolution of disputes, monitor the delivery of resolution of disputes, monitor the delivery of services and assist in the maintenance of law, order and security.

Local Council Proceedings

Every member of the council takes on oath before taking his/ her seat. The proceedings and debates of council take place in English except where a member cannot express him / herself in English. In that case the member asks for prior special permission to use vernacular language and an interpreter is provided by the clerk for that purpose.

The Speaker

The speaker are elected by the council from among member of the council. The speaker presides over the proceedings of the council and is the custodian of the council rules.

The chairperson

At the beginning of the financial year, the chairperson has to deliver to the council “the state of the local government address”. After giving the address, the council debates it. The chairperson in consultation with the speaker addresses the council from time to time on any matter of importance to the local government.

Meeting, sitting and Adjournment

Sittings

The council has to sit to consider business at least once in two months on a day determined by the speaker. The meeting takes the direction of the speaker and at the commencement of the meeting; the clerk ensures that all members present register their names on the register, the order paper is determined by the business committee which is composed of the speaker as chairperson, vice chairperson of the council or his/her representative, and chairpersons of standing committees of council. In case of emergency the speaker can call a meeting and inform members seven days before the meeting.

Sitting arrangement

Members of the executive sit on the front bench; the political party with the largest members in council sits on right hand of the speaker. Members from all other political parties sit on the left hand side of the speaker. An independent member notifies the speaker in writing about the side of the house he/ she wishes to sit. Any member desiring to speak to council rises and address the chair only after catching the “eye” of the speaker.
Conduct of the meeting

The speaker remains impartial in all his/her rulings while conducting meetings. A councillor speaking can be interrupted through raising a point of order. After the point of order has been raised, the member called to order resumes his/her seat and after point of order has been stated to the speaker by the member raising it, the speaker gives his/her ruling on it and the clerk to council keeps the minutes of proceedings of council and all decisions taken by the council.

Adjournment of the council

If quorum is not realized within half an hour from the time when the meeting was called, the speaker can adjourn the meeting to another day at a time and place determined by the speaker.

Motions to the council

Motions with notice apply when

1. Councillors identify a problem in community that needs a solution for example over drinking, children dropping out of school or even poor sanitation. The councillors then need to inform the clerk to council in time for it to be included on the council meeting agenda.

2. Development strategy needs financial support from the sub-county for examples funding women’s projects, allocating money for sensitization, notice is required to be included on the agenda

Motions without notice apply when:

1. There is need for the postponement of the days’ business

2. There is an assessment of rules procedure/suspension of the rule

Vote of censure and removal from office

The council may pass a resolution to remove the chairperson/vice chairperson, the speaker and deputy speaker. They may also pass a vote of censure against a secretary.

Key Functions of Local Council and Councillors

Objectives of the modules

By the end of the module participants will be able to:

• Understand roles of local councillors and committees

• Understand roles of local council committees

• Understanding key functions of the local councils

Role of local councillors

Role of the Chairperson of the local council

The chairperson of the council is the political head and has the following functions:

• Preside over the council and executive committee meetings,

• Monitor the general administration of the area under his/her jurisdiction; on behalf of the council

• Oversee the performance of persons employed by the government to provide services in council’s area of jurisdiction.
- Monitor the provision of the government services or implementation of projects in area under the council’s jurisdiction. Perform other functions that may be necessary for the better function of the council, or which may be incidental to the functions of the chairperson or imposed on the chairperson by any law.
- The chairperson of a lower council is supposed to abide by, uphold and safeguard the constitution, district law, council byelaws and other laws of Uganda and endeavour to promote the welfare of the citizens in the council’s area of jurisdiction.
- The chairperson in the performance of his / her functions is answerable to the respective local council of which he/she is chairperson.

**Role of the local councillor**

A local councillor discharged general duties with due regard to the national and district interest and interest of the people in the electoral area. The duties include the following.

- Maintain close contact with the electoral area; consult the people on issues to be discussed in council where necessary.
- Present views, opinions and proposals to the council.
- Attend session of the local council and meetings of the committees or sub-committees of which you are a member. Appoint at least a day in given period for meeting the people electoral area.
- Report to electorate the general discussion of the council and action it has taken to solve problems raised by the resident in your area.
- Bring to bear on any discussion on council benefit of one’s skill, professional, experience or specialized knowledge.
- Take part in communal and development activities in your area and the district as a whole.

**Specific role for woman councillors**

Woman councillors should organize women as a unified body and engage the women in activities that are beneficial to them and the nation. You may do the following:

I. Provide unified and integrated system through which women can solicit logistics to fund income generating activities.

II. Establish channels through which economic and social service and amenities may reach the women in all areas.

III. Identify women’s concerns and assist the local councils to address them in implementing them.

IV. Reach out to all women right from village level and translate the policies made by the local councils in to effective programs.

V. Carry out the mobilization of women for development and unity.

VI. Analyse the specific needs of women and communicate them to the relevant bodies. This is important because some local council may not always see women’s needs as a priority.

VII. Advocate for equal opportunities for women at all levels policy and decision-making.
The role of local council committees

Committees

The council has an executive committee and standing committees. The council can resolve itself into a committee of whole council and while in committee there’s no restriction on the number of items that a member may speak on the subjects under discussion.

The executive committee

The local council executive committee is composed of Chairperson, Vice Chairperson and not more than five Secretaries. At least one of the secretaries must be a woman. One of the secretaries is responsible for health and children welfare. The executive committee carries out the following functions other than the general functions:

- Supervise the implementation of policies and decisions made by its council.
- Initiate and formulate policy for approval of the council
- Over see the implementation of the council’s policy
- Assist in the maintenance of law, order and security.
- Monitor the implementation of council programmes and take action where necessary.
- Receive and solve problems or disputes forwarded to it from lower local council.
- Evaluate the performance of the council against the approve work plans and programmes.
- Initiate, encourage, support and participate in self –help projects and mobilising people, materials and technical assistance in relation to the self-help projects.
- Serve as the communication channel between the Government, the district council and people in the area.
- Carry out other functions which may be imposed by law or which are incidental to the above functions.

Functions of the standing committee

1. Review bills for ordinances.
2. Scrutinise monthly expenditures; return and contract awards; write quarterly reports and make recommendations to council.
4. Review all resolutions and other matters relating to subjects within their jurisdiction.
5. Report to council on other functions delegated to them.

Each standing committee consists of members depending on the size of the council and resources available. The council may at any time by resolution , appoint a working committee for the consideration of such a matter as the council may refer to the committee and report on any such matters to the council.

NOTE: The Clerk Council. One key person in the council is the clerk to council. The clerk to council is appointed by the District Service Commission. The clerk to council responsible for taking the minutes of the council meetings, keeping all records of the council relating to its functions as a legislature and the day today administration and organisation of the operations of the council, including its committees. The office of the Clerk has other officers as determined by the council. The Clerk is answerable to the relevant council Chairperson.
Key functions of Local Councils

Specific functions in the council are discharged through executive and standing committees. Key areas for local development discussed in this module include: Decision making, Administration, Legislation (making ordinances/bye-laws, Planning and Financial Management and Accountability.

Decision making

The council has a mandate to carry out the following functions subject to the Constitution of the Republic of Uganda:

- Exercise political and executive powers and functions
- Provide services
- Protect the constitution and other laws of Uganda and promote good governance
- Ensure the implementation and compliance with Government policy
- Carry out planning and financial management.
- Monitor performance of persons employed by the Government or a higher local government to provide services in its area of jurisdiction and monitor the provision of Government services or the implementation of projects in the area.
- May offer guidance to lower councils within its area of jurisdiction. Except for the chairpersons of lower local governments and the vice chairpersons of municipal councils, all elected officials to the council are part time and are only paid allowances.

Administration

A council is required to make sure that the local government is administered properly. This involves recruitment of staff, monitoring staff performance and monitoring implementation of projects. The council appoints and recruits staff of the local government through the District Service Commission. Initiation of disciplinary action against staff is done by the office of the Chief Administrative Officer (CAO) or Town Clerk. An officer who is not happy with subsequent decisions may petition the Public Service Commission.

A council monitors the performance of technical staff to ensure that they implement its decisions and the policies of the Central Government. Monitoring is done by the executive committee on behalf of council, and not by individual councillors.

A council monitors the implementation of projects through its project implementation and Management Committee (PMC). The PMC is comprised of parish and village executive members, community representatives for the area and representative of disadvantaged groups such as women, youth and people, with disabilities. *At least 40% of the PMC should be women.*

Questions for discussion:

- What are the existing working committees in the council?
- What is the mandate of the specific committees?
- What is the gender representation on the committees?
Part Two

Making ordinances and bye-laws

The Local Government Act mandates the local councils to make ordinances and bye-laws not in conflict with the constitution and other national laws, for the proper delivery of services and implementation of government programmes, policies and laws.

Definitions

a) Laws: set of rules that govern society

b) Ordinance: Law made by a district or city council. An ordinance of a district or city council should not contradict the Constitution and any law made by Parliament.

c) Bye laws: laws made by an urban, sub-county, division or village councils. They must not be inconsistent with the Constitution, laws made by Parliament or existing bye-laws and ordinances passed by a higher council.

d) A motion is a formal proposal to council by a members asking council to take certain action.

e) A bill is a draft of a proposed law or regulation presented to the council but not yet passed or enacted.

Principles of making Ordinances and Bye-Laws

When making laws the council is guided by the following principles. The Ordnance or bye-law should:

i) Address local issues and not individual concerns

ii) Not duplicate or conflict with existing laws passed by the same council

iii) Not include matter already adequately provided for by the Constitution or an Act of Parliament except for ease reference.

In addition, the council should:

i) Consider the nature and extent of the problem and the justification for passing an ordinance or bye-law

ii) Determine whether the problem is so great to justify a law.

iii) Pass ordinances or bye-laws which are reasonable and enforceable

iv) Not make a law relating to the establishment or administration of courts or to the exercise of judicial powers.

Process of making ordinances by local governments

1. Formation of a law committee: The functions of the law committee are to:
   a. Act as a clearing house for ordinances and bye-laws in the area
   b. Oversee the law making activities in the area
   c. Guide lower local government and units in preparing their laws
   d. Assist with the drafting, harmonising and following up district, urban, sub-county, parish and village bills in the district.
2. **Identify the problem**: identify the problem, its nature and extent. Also assess the problem’s impact on the community and how it is being dealt with at the moment.

3. **Make consultation**: Consult relevant authorities, stakeholders and other organisations which may be particularly affected by the proposed ordinance or bye law in order to build consensus.

4. **Write a report**: after consultations the technocrats and the committee of the council concerned analyses the findings and make a report to council.

5. **Prepare a draft bill**: the responsible department in consultation with the CAO or his or her representative makes a summary of what principles the bill should address. After the committee receives a summary of the principles and issues from the CAO, the committee in conjunction with the responsible department prepares a draft bill. The bill must contain the following:
   a. A title
   b. Table of Contents
   c. A long title which summarises the subject matter, purpose and objective of the ordinance.
   d. Commencement clause which gives the date in which the ordinance shall start operating
   e. A shot title which is the name by which the laws should be identified
   f. A supplement number
   g. Ordinance number
   h. An ordaining clause which gives the identity of the body enacting the ordinance
   i. A paragraph bringing out the major contents of the law.
   j. An interpretation of the key words.

6. **Debate, publish, distribute and certify the bill**: Any councillor of the district or city can introduce a bill for an ordinance in the council. A bill for ordinance is introduced by a motion. The motion outlines the purpose and objectives of the bill. The bill is then published to enable the public contribute and participate in the law making process. Thereafter, it is distributed to each councillor to enable them study the draft bill and consult on it with their constituencies. The bill can then be debated. All bills for district ordinances must be certified by the Attorney General before being passed into law. Certification is done to ensure that the ordinance is not in conflict with the national laws or policies. The public is notified about the new ordinance and when it starts operating. After the bill is returned by the Attorney General, with or without amendments, the District Chairperson signs five copies which are distributed to the Chairperson, Speaker, ministers and two copies to the Attorney General, one of which is for publication the Uganda Gazette.

**Note for Women councillors**

To participate effectively in the above process, women councillors should:

a) Initiate a bill which protects the welfare and rights of women in their constituency and promote gender equity.

b) Identify important clauses and issues in the proposed laws and ordinances to advocate for and lobby council.

c) Prepare issues to input into the proposed bye-laws and ordinances to ensure that they are gender responsive.
d) Read each bill carefully and understand it before you support or pass it. Consult with your constituency during the time of the bill publication and make amendments from your consultations.

e) Be alert and oppose bills that do not promote the welfare of the marginalised groups especially women.

Questions for discussion

• What are the bye-laws and ordinances that have been passed by council during your term of office?

• How have you participated to ensure that the women’s needs and concerns are addressed?

• Are there any gender issue(s) in your community that require a bye-law or ordinance?

• If so what are these and how have you prepared to address them?

Part Three: Approving work plans and budgets

The Local Government (Amendment) Act, 1997 gives Local Governments the powers to prepare and approve integrated development plans and annual budget plans and estimates. Planning is a comprehensive and continuous process which is participatory and consultative seeking to build consensus. It is the role of the CAO to prepare work plans and budgets in consultation with the technical staff, sub-county chiefs and communities. The district work plans and budgets must be informed to a large extent by the sub-county work plans and budgets.

Local Governments always plan and budget within the available resources and in relation to government priority areas. Local Governments are required to make comprehensive development plans which integrate the plans from lower local councils.

The planning process involves a number of stakeholders including the Council, the Technical Planning Committee, the Project Implementation and management committee, NGOs and CBOs operating in the district or sub-county.

The Local Government Planning Cycle

1. **Research and data collection**: The community should identify their priorities. The chairperson LCI forward these priorities to LCII level. The Chairperson LCII consolidates all the priorities from all the LC IIIs into the LCII list of priorities and submits them to the Chairperson LCIII. The LCIII works together with the sub-county chief and his or her team to prepare the sub-county work plan and budget and submits it to the district. All members of the public including the women have a right to participate in the process.

2. **Draw the plan**: This starts with a general planning conference which involves all stakeholders in the district. The various committees take up the recommendations from the planning conference and draft the planning proposals to be integrated in the Local Government Plan. At the district level, the standing committees take into consideration the submissions from the lower local government councils to feed into the sector plans.
3. **Cost the plan:** The current costs of the entire programme included in the plan must be evaluated and taken into account for the coming annual budget. The Chief Finance Officer and Secretary for Finance to Council are responsible for this task.

4. **Integrate the Plan:** The Technical Planning Committee harmonises the various sector and sub-sector plans prepared by the various sectors and compile them into the overall development plan of the Local Government/District.

5. **Approval of the Plan:** The integrated plan is submitted to the development committee for onward submission to the Local Government. The responsibility of approval rests with the Council.

6. **Implementation of the plan:** This involves securing the required resources, preparing the programs included in the plan of action and implementing them within the stipulated schedule.

7. **Monitor and evaluate:** Monitoring involves measuring the progress with regard to the implementation of the plan, taking note of the achievements, challenges and lessons to inform future planning.

**Role of women councillors in the planning process**

- As representatives of the people, the women councillors are obliged to ensure that the needs and concerns of their constituents are captured in the district development plans, with specific activities and adequate resources for implementation. In this way, the plan would be used as a tool to promote women’s rights and gender equality.

**Questions for discussion**

- **As a councillor, how have you mobilised your constituents to participate in the planning process.**

- **What are some of the issues that have been captured in the sub-county and district plans that promote women’s rights, empowered and gender equality**

- **What are some of the challenges you face in advocating for the integration of the above issues in the district plans**

- **How can these be addressed?**

**Part four: The budgeting process**

Local Governments have to accord National Priority Programme Areas preferential budget allocations. A budget provides annual estimates of revenue and expenditure.

Local governments’ budgets have to be harmonised with that of the central government and this is done through consultations between the Central Government and Local Governments. These consultations determine the allocations for all grants, recurrent and development budget formats and percentage flexibility allowed on conditional grant allocations to recurrent sector budgets and sect budget lines. Consultations involving all stakeholders are conducted during the national Budget Conference held in the month of October the Regional Local Governments Budget Framework Paper workshops.
Gender responsive budget recognises that all budgets do and must deliver services to meet the needs of all citizens of the country. It is a deliberate effort to consciously take note of the different needs and concerns of women and men, boys and girls and allocate resources equitably so that each can achieve their full potential. Gender budgeting is a process which involves analysing budgets from a gender perspective to ensure that the budget priorities address the different needs of men and women, boys and girls.

### Budget Cycle

- **Guidelines**
- **Budget policy**
- **Revenue & expenditure estimate**
- **Budget preparation**
- **Civic Engagement with gender lens**
- **Monitoring and Evaluation**
- **Budget Review and Analysis**
- **Budget Implementation**

When analysing budgets, the key questions are
- Is gender equality and women’s empowerment given priority?
- How does the budget priorities compare with the situation of women and men, girls and boys?
- What are the likely impact of the budget in promoting gender equality and women’s empowerment?

**Questions for discussion for women councillors**
- How have you participated in the budget process?
- How does the sub-county/district budget address the needs of women and other marginalised groups in your constituency?
Annex1: Lobbying methods

Preparing a briefing note/ position paper

Introduction
A briefing note and a position paper are both documents that clearly state the position or opinion of organization and individuals (or a coalition of organisation) about a particular issue.

A position paper is written to be read by a target audience, not an ally. It is a formal written record of the position (opinion) of an organisation or coalition, for an external audience. Position papers can:
- Be left with an individual decision maker at the end of face-to-face meeting
- Be sent to local and national governments during consultation exercises
- Be sent to people in influence, in response to policy or action to explain an alternative or supporting position
- Summarise the resolution of a conference or workshop
- Show that a coalition of many different allies supports your advocacy objective
- Be given to delegates or member of a committee at the beginning of the meeting or conference – whether or not you are allowed to speak at the meeting.

A briefing note is written for an ally, not a target. It is similar to a speaker’s notes, to help someone who is speaking publicly in support of your advocacy objective. Often a briefing note is a position paper with additional advice to the speaker- for example, how to answer questions, or key points to emphasize.

Advantages
- Briefing notes and position papers are a good way to provide clear documentation of our points for external audiences
- They reduce distortion or misinterpretation of our positions.
- They are a way of contributing to decision – making processes- for example, as a way of delivering your analysis of polices or legislation to people in positions of influence.
- They help to identify allies bases on the reaction to your position paper/ briefing note
- They can build consensus on policies inside the organisation

Disadvantages
- Briefing note and position papers commit the organisation to certain position; an organisation can change its mind – but it cannot deny what its position was in the past.
- They are only as up to –to –date as the last time they were edited / written, but they may still be in use long after you have changed your position.
- It is some time difficult and time consuming to involve beneficiaries in writing position papers – but not doing so can make our work less representative.
- They can be misinterpreted if are not there to explain them
- They can be ignored

(Try to… And Try not to ….. tips) of preparing briefing note/position paper

✓ Try to use appropriate language for your target audiences
✓ Try to tailor your position paper / briefing not to a particular audience for a particular reason.
✓ Try to give full references of any research or in formation quoted
✓ Try to be brief and to the point
✓ Try to ask others for ideas before writing
✓ Try to make sure the appropriate people have been consulted
✓ Try to ensure that everyone in the organisation understands the position the organisation is taking
✓ Try to read it carefully for mistakes before sending or using it.
✓ Try not to distribute a position paper that contradicts what you have said.
✓ Try not to include the words ‘advocating’ or ‘advocacy’.
✓ Try not including irrelevant information.
✓ Try not to quote people without their permission or break confidentiality in case studies.
✓ Try not to use abbreviations unless necessary.

How to produce a position paper
Ideally apposition paper should be written in full sentences and typed neatly. Otherwise, use the format below. It should include;
1. Statement of main recommendation; one to sentence.
2. Background; Explanation of why the position paper has been written .List of laws, international treaties, decrees, policies etc, which support the recommendation.
3. Evidence supporting the recommendation:
   a. Quantitative evidence: facts and figure
   b. Qualitative evidence: case studies, personal testimonies or example Supporting the recommendation, ask for permission from individuals quoted to protect confidentiality
4. Our position : logical explanation of how the evidence leads to the recommendations provided answers to possible questions or objections
5. Recommendations:: Specific , realistic action that the decision – maker can take
6. Organisation/ group / coalition and individuals supporting this position paper.
7. The name of your organisation or coalition and log appropriate
8. The date
9. The contact name , address, telephone and fax number and e-mail address where available
10. The mission /goals of your organisation or coalition

Face to face meetings
A face –to- face meeting with a targeted decision –maker is one of the most frequently used lobbying method and is often the starting point in a series of activities Personal contract provides the opportunity to build relationship with decision- makers, which could prove very useful in future. Try to set up a channel for regular contacts It is important to choose the right time for meeting decision –makers, when your issue or problem is already on their agenda or most likely to be taken up for example before an important vote – or when they are able to take action in support of your advocacy- for example during the budget- setting process, or at time of an annual meeting

43
Try to imagine how the issue or problem looks from the decision-maker’s point of view. Why should they support your advocacy objective? How can they benefit from taking the action you are requesting? This can be answered more easily if you have fully researched the target person you are meeting. Make realistic requests. Show the decision-maker that there is widespread spread support for your advocacy objective. Encourage allies to also lobby the same decision-maker giving the same message. It is difficult for officials to ignore large numbers of advocates.

Do not be satisfied with vague expressions of support. Return to two basic questions:
- Does the decision-maker agree that things need to change?
- What are they willing to do to make change happen?

**Advantages of method**
- It shows the human face of the issue or problem to decision-maker, especially if people directly affected by the issue are involved
- There is no need for literacy.
- It is good for involving people at community level
- It is an opportunity to express emotions and share personal experiences.
- It allows you to discuss the issue rather than just present your position.
- It creates a personal connection which is more likely to lead to things being done

**Disadvantages of method**
- The messages could fail to make an impact if the decision-maker takes a personal dislike to the messenger(s)
- A decision-maker with greater negotiating skills could make the meeting a waste of time or could persuade you to agree to action you later regret.

(Try to….. and Try not to……tips) for lobbying or face meetings
- Try to begin by praising the decision maker for any support on your issue.
- Try to begin by pointing out areas of agreement and mutual interest with the decision-maker.
- Try to listen, as well as talk- you need to hear what target thinks.
- Try to link your objective to an issue the decision-maker cares about.
- Try to know more about the issue than the decision-maker! Gain a reputation for being knowledgeable.
- Try to be willing to negotiate, but be clear about how far you will compromise.
- Try to decide who will say what, if there is more than one of you.
- Try to end by summarizing what the decision-maker has said or promised.
- Try not to ask the decision-maker to do more than one thing at a time, unless he or she seems very eager to help you.
- Try not to confuse the decision-maker with too many messages.
- Try not to give too much information - for examples, graphs, and statistics.
- Try not to use technical terms or jargon.
- Try not to give false or misleading information - it can cause you problems in future.
Advise on how to lobby/hold a face-to-face meeting

1. **Establish ‘point of entry’**
   Think creatively about how you can get a meeting with the target person is there something you have in common? For example, if a friend of yours attends the same mosque as the decision-maker, ask your friend to introduce you to them so that you can negotiate a time to meet, or alternatively use the opportunity as a face-to-face meeting in itself.

2. **Ask for a meeting**
   Send a letter explaining what your advocacy goal is and why you would like a meeting follow up with a phone call. Often you will not get meeting with the ‘direct target’ but with one of their staff (an ‘indirect target’) always meet with the staff and treat them in same way you would treat the decision-maker.

3. **Invite them to see the issue or problem themselves**
   Invite them out their office to see the issue or problem first – hand and to show them why you need their support. If the decision-maker cannot leave their office try taking your issue to them – bring people directly affected by the issue to your meeting, show a short video addressing the issue or take a few photographs with you. If you have a friend who knows the decision-maker or someone on their staff, ask your friend to send the letter or make the phone call to support your views.

4. **Preparing for meeting**
   Step 1: know your target
   Step 2: focus on your message
   Step 3: Choose your main objective and develop a simple message from it
   • What you want to achieve
   • Why you want to achieve it (the benefits of taking action, and/or the negative effects of doing nothing; evidence for the problem
   • How you propose to achieve it
   • What action you want the target person to take
   Step 4: Practice!
   Rehearse your message with colleagues or friends. Ask someone to role-play the meeting, pretending to be the decision-maker, asking difficult questions.

5. **After the meeting**
   Write to the person who you met, thanking them for the meeting (even if the person was not helpful) briefly repeating your key points and any supporting comments made by the target person, especially any promises to take action. Tell the target person what you plan to do next, promise to keep them informed and express the hope that you will be able to work together on the issue in future.
Annex 2: The Structure of Local Governments

The Village Level

- Village LC 1 Chairpersons assist community to do needs assessment for planning purposes
- The needs identified are forwarded to the Parish level to be discussed in Parish Councils

The Parish Level

- Each Parish is represented by 2 Councillors and headed by an LC II Chairperson
- Each Parish has a Parish Chief as a technical person in charge of collecting Local revenue and overseeing other Government Programmes
- Needs/views from the village level are discussed in Parish Council and resolutions forwarded to the Sub County level

The Sub County Level

- A Sub County is headed by a Chairperson LCIII.
- The Sub County Chief is the Technical Head
- The Sub County Council is comprised of Councillors representing respective Parishes that make up a particular Sub County.
- Each of these Parish Councillors belongs to at least one of the 3 Sectoral committees that run business in a Sub county. These are the General Purpose, Finance and Executive Committees.
- From the above committee’s resolutions, an order paper for Council is made and this is made by the speaker. The Sub County Chief is the Clerk to Council.
- Resolutions passed are acknowledged by the speaker and action matters followed up during the next council by the respective Sectoral Heads of Department.
- However, issues discussed in council that need action from the District Level are forwarded by the Sub County Chief/ Clerk to Council to the District Technical Planning Committee for further discussion.
- District Councillors representing Sub counties are ex-officials but have the mandate of following up these issues in District Councils

The District Level

- The District is headed by a Chairperson LC IV/ Political Head
- The Chief Administrative Officer is the Accounting Officer/ Administrative head
- Sectoral Committees with relevant heads of Department are held to advise the CAO on the way forward on issues forwarded from Sub County level.
- District council makes resolutions on issues forwarded
- If there are any unresolved issues, these are put to the attention of the area Member of Parliament who then links his constituency to the relevant Ministry through lobbying.

NOTE:

- Decentralisation empowers Lower Local Governments to resolve their own issues and are only forwarded to the Higher Local Government if all measures available fail.
- Most Councillors are not educated and yet they work with technical staff who are more experienced with the law and can easily manipulate them.
## Annex 3: Proposed programme for the Leadership Development Training for women councilors

<table>
<thead>
<tr>
<th>Day</th>
<th>Session one: 9:00 – 10:30 a.m.</th>
<th>Session one: 9:00 – 10:30 a.m.</th>
<th>Session one: 9:00 – 10:00 a.m.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Day 1</td>
<td>Registration of participants</td>
<td>Recap &amp; Evaluation Accountability: What it is, forms of accountability</td>
<td>Recap &amp; Evaluation Identifying an advocacy issue</td>
</tr>
<tr>
<td>Day 2</td>
<td>Introduction of participants</td>
<td>Accountability commitments and standards</td>
<td>Developing an advocacy strategy (group exercise)</td>
</tr>
<tr>
<td>Day 3</td>
<td>Expectations and fears</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Objectives &amp; outcomes</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Opening of the workshop</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Day 1**

- Registration of participants
- Introduction of participants
- Expectations and fears
- Objectives & outcomes
- Opening of the workshop
- Recap & Evaluation
- Accountability: What it is, forms of accountability
- Accountability commitments and standards

**10.30- 11.00 a.m. Tea break**

**Session two: Leadership, leadership qualities, skills and styles**
- Defining a leader and leadership qualities and styles
- Leadership skills/competences

**Day 2**

- Role of women councillors in promoting accountability
- Group work on accountability tools
- Group presentations and discussions
- Lobbying as one form of advocacy

**1:00- 2.00 p.m. Lunch Break**

**Session three: 2:00-3:30 p.m. Practising leadership skills**
- Interpersonal skills

**Day 3**

- Group presentations on accountability tools
-糜loption
- Group presentations on accountability tools
- Discussion
- Group presentations

**Tea break : 3:30 -4:00 p.m.**

**Session four: 4:00 – 5:00 p.m.**
- Public speaking
- Building a vision

**Day 1**

- Introduction to advocacy
- End of day 2

**Session four: 4:00 – 5:00 p.m.**
- Discussions
- Way forward- Filling the personal development forms and end of workshop evaluation
- Workshop closure and End of day 3

**Day 2**

- End of day 2
References

- Action Aid 2012: People’s Action in Practice: Action Aid’s Human Based Approach 2.0
- Institute of Development Studies, Issue 33, November 2000
- The 1995 Constitution of the Republic of Uganda